United Nations A/66/545

General Assembly

Distr.: General
4 November 2011

Original: English

Sixty-sixth session
Agenda item 152
Financing of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Financing arrangements for the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo for the period from 1 July 2011 to 30 June 2012

Report of the Advisory Committee on Administrative and Budgetary Questions

I. Introduction

1. The Advisory Committee on Administrative and Budgetary Questions has considered the note by the Secretary-General on financing arrangements for the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) for the period from 1 July 2011 to 30 June 2012 (A/66/375). During its consideration of the proposal, the Committee met with representatives of the Secretary-General, who provided additional information and clarification.

2. In extending the mandate of MONUSCO until 30 June 2012, the Security Council, in its resolution 1991 (2011), decided, inter alia, that MONUSCO would support the organization and conduct of national, provincial and local elections through the provision of technical and logistical support, as requested by the Congolese authorities.

3. Taking into account the amount of $1,416,926,000 previously approved for MONUSCO for the period from 1 July 2011 to 30 June 2012 under General Assembly resolution 65/296, and the increase of $74,560,100 gross in resource requirements proposed in the note by the Secretary-General, the budget for MONUSCO for the period from 1 July 2011 to 30 June 2012 would amount to $1,491,486,100 gross. The Secretary-General's proposal in support of the elections comprises $481,600 under facilities and infrastructure; $62,575,100 under air transportation; and $11,503,400 under other supplies, services and equipment.

11-58309 (E) 101111

Please recycle

4. As indicated in paragraph 5 of the note by the Secretary-General, pending the finalization of detailed planning for the conduct of elections, the appropriated resources for the period from 1 July 2011 to 30 June 2012 did not include the full requirements for the logistical support of elections. However, the approved resources include requirements relating to the staffing of the Electoral Assistance Division and the initial estimated requirements for the movement of electoral materials for the national elections, in the amount of $3,420,000 (see A/66/375, para. 2).

5. The Advisory Committee recalls that the Secretary-General had indicated in his report on the financing of MONUSCO for the period from 1 July 2011 to 30 June 2012, that, while the Mission intended to support the national elections through air and road transport of electoral personnel and material within existing resources to the extent possible, should significant additional resources be required, they would be submitted to the General Assembly for its consideration after the finalization of detailed planning for the elections (see A/65/744, para. 16). The Advisory Committee was informed, during its consideration of the report of the Secretary-General on the financing of MONUSCO for the period from 1 July 2011 to 30 June 2012, that the overall budget for the Commission électorale nationale indépendante (CENI), which would be responsible for conducting the elections, had been set at around $240 million, and that the support to be provided by MONUSCO amounted to an additional $90 million (see A/65/743/Add.8, para. 19). The Committee was informed that the budget of CENI had since increased to approximately $264 million and that 25 per cent of the budget would be provided by the international community. The Advisory Committee recalls its stated expectation that any request for additional resources for MONUSCO for electoral support would be submitted in a timely manner for consideration by the Assembly in accordance with the established procedures (ibid.).

II. MONUSCO logistical support for elections in the Democratic Republic of the Congo

6. The note by the Secretary-General indicates that on 30 April 2011 CENI announced that presidential and National Assembly elections would be held jointly on 28 November 2011 and that provincial legislative elections would be held on 25 March 2012, followed by indirect elections for the second chamber of Parliament, the Senate, on 4 July 2012 (see A/66/375, para. 6). The Advisory Committee was informed that the voter registration process was finalized on 17 July 2011, with 32 million voters registered.

7. The Advisory Committee was informed that, in preparation for the presidential and National Assembly elections on 28 November 2011, election materials have been purchased and are being distributed in accordance with the integrated logistics plan developed by CENI and MONUSCO. The United Nations is providing electoral assistance through the Electoral Assistance Division and the Mission Support Division of MONUSCO and the United Nations Development Programme (UNDP) Programme d'appui au cycle électoral, and is providing support to CENI in the planning and conduct of the electoral operations through technical assistance and logistical support at the national and provincial levels.

III. Resource requirements

8. As indicated in the note by the Secretary-General, the activities mandated under Security Council resolution 1991 (2011) will require additional resources in the amount of $74,560,100 gross for logistical support for the two elections scheduled in November 2011 and in March 2012 (ibid., para. 7). The Advisory Committee was informed that, in accordance with the integrated logistics plan, CENI would be responsible for the distribution of electoral materials from the sub-hubs to 15,000 polling centres and 62,000 polling stations. The Committee was further informed that the United Nations has also been requested by the Government of the Democratic Republic of the Congo for assistance in the deployment of electoral materials beyond the sub-hubs to areas considered inaccessible by road or river, and that MONUSCO will make efforts to comply with those requests from within the resources at its disposal.

Facilities and infrastructure

9. As indicated in the note by the Secretary-General, the projected additional requirements of $481,600 under facilities and infrastructure relate to the establishment of 15 warehousing facilities at 13 main electoral hubs for the storage of approximately 17,000 tons of electoral materials for the national and provincial elections (ibid., para. 9). The Advisory Committee was informed that those resources were required to undertake the installation of reinforced concrete slabs, security fences and security lighting in electoral material storage facilities.

Air transportation

10. The projected additional requirements of $62,575,100 under air transportation relate primarily to rental and operational costs for the proposed deployment of a total of 20 aircraft (6 fixed-wing and 14 helicopters) in the period from November 2011 to April 2012 for the distribution of electoral materials from Kinshasa and Lubumbashi to 13 main electoral hubs and 197 sub-hubs throughout the country, as well as the transportation of some 3,300 electoral officials and observers (ibid., para. 10). The Advisory Committee was informed that a total of 5,943 tons of electoral materials would be transported by air. The cost estimates also include provision for 15.6 million litres of aviation fuel, at an average cost of $1.13 per litre.

11. Upon enquiry, the Advisory Committee was informed that the Transportation and Movement Integrated Control Centre of the Regional Service Centre in Entebbe is being utilized for the planning and tasking of long- and medium-distance fixed-wing assets used in the initial stage of the distribution of electoral materials between the major hubs. The delivery of materials from the hubs to the sub-hubs is being performed by rotary-wing aircraft tasked directly by MONUSCO.

12. The Advisory Committee was provided, at its request, with information on the justification for the requirement for 20 aircraft to support the elections in addition to the existing MONUSCO fleet of 63 aircraft. The Committee was informed that the concept of cargo movement for the elections is predicated upon the maximum utilization of all MONUSCO aircraft without compromising the most essential tasks of the Mission, including the protection of civilians. While the Mission's existing fleet of aircraft will also be used to support the elections, the additional aircraft are

required to perform tasks that are beyond the Mission's current capacity. The Committee was informed that the number and type of aircraft requested was governed by the weight and volume of load and the envisaged time frame for the required tasks, and that the additional aircraft leased in support of the Mission and the MONUSCO aircraft already deployed would be tasked interchangeably in order to optimize the utilization of all air assets of the Mission. The Committee was further informed that, in accordance with the Mission's policy of loading aircraft to the maximum capacity under the prevailing operating and safety conditions, a utilization rate of 85 per cent for both electoral airlift and essential logistical air support was being maintained in the two-month period commencing 1 September 2011. **The Advisory Committee underlines the importance of the efficient management of the additional aircraft and their effective integration into the existing aviation capacity of the Mission. The Committee therefore expects the Mission to manage its aircraft in the most efficient manner possible.**

13. The Advisory Committee was informed that the low level of expenditure as at 30 September 2011 under air transportation of $49.4 million, or 17.9 per cent of the total apportionment of $276.7 million, did not reflect the actual operations and deployment of aircraft, as there were delays in recording the obligations for the rental and operation of aircraft. The Committee was further informed that the actual utilization of aircraft by MONUSCO, inclusive of that for which invoices are in process, indicates commitments of approximately $85.4 million, or 31 per cent of the apportionment under air operations, as at 30 September 2011. **The Advisory Committee considers that charges in the accounts related to the contracts for aircraft should be recorded in the most timely manner.**

14. The representatives of the Secretary-General informed the Advisory Committee that all of the additional aircraft required to support the elections would be contracted commercially. In response to a further request for information, it was indicated that the Secretary-General has amended the requirement contained in his note from 20 to 31 additional aircraft, which would be contracted for shorter periods within the resources requested for air transportation ($62,575,100). The Committee was further informed that the increase in the number of additional aircraft was necessitated by the compressed time frame for the distribution of electoral materials imposed by CENI, which is attributable to the delayed delivery of materials to the Democratic Republic of the Congo from overseas vendors. The Committee was informed that, as at 2 November 2011, a total of eight aircraft had been positioned in the Mission. **The Advisory Committee notes the significant increase in the number of aircraft in the amended requirement and expects that the Secretary-General will not exceed the total additional amount of $62,575,100 proposed for air transportation in support of the elections.**

15. The Advisory Committee was provided with information on the costing of aircraft to support the elections (see annex). The Committee notes that the estimates are based on a total of 2,025 flight hours and 530 excess hours for fixed-wing aircraft and 4,223 flight hours and 276 excess hours for rotary-wing aircraft, and that the excess hours for certain fixed-wing aircraft were budgeted at a higher rate. The additional requirements for aircraft include guaranteed fleet costs of $8,663,392 for fixed-wing aircraft and $25,048,210 for rotary-wing aircraft. Upon enquiry, the Committee was informed that the number of base flight hours and excess hours are based on the projected requirements established at the time of signature of the contract. The Committee was further informed that should the aircraft be utilized

beyond the number of contracted flight hours, the higher rate would apply. However, the Committee notes that the proposed budget already includes provision for excess flight hours.

16. **The Advisory Committee stresses that all budgeted flight hours for air operations should be contracted, to the extent possible, at the most favourable rate, and that excess hours specified in the related contracts should be used only to meet unforeseen requirements, due regard being given to the application of aviation safety standards. The Committee looks forward to receiving the information that the Secretary-General will provide in this regard in the context of the performance report.**

Other supplies and equipment

17. The projected additional requirements of $11,503,400 under other supplies, services and equipment relate to commercial freight charges for the transportation and distribution of electoral materials by road and river from Kinshasa to 13 main electoral hubs and 197 sub-hubs throughout the country. The Advisory Committee was informed that, in accordance with the integrated logistics plan, an estimated 6,909 tons of electoral material would be transported by road and by river using commercial freight services, at a total cost of $14.9 million. The additional requirement for freight services takes into account the amount of $3,420,000 previously appropriated by the General Assembly for this purpose under the provisions of its resolution 65/296.

Current expenditure and cash position

18. The Advisory Committee was informed that total expenditure as at 30 September 2011 amounted to $494,132,200, equivalent to 34.9 per cent of the appropriation of $1,416,926,000 for the period from 1 July 2011 to 30 June 2012. Upon enquiry, the Committee was informed that MONUSCO had entered into commitments amounting to up to $15 million as at 20 October 2011 in relation to logistical support for the elections, including the hiring under commercial contracts, and the positioning of three fixed-wing and five rotary-wing aircraft. The Committee was further informed that the Mission had reprioritized its resources for the period from 1 July 2011 to 30 June 2012, on the assumption that the additional requirements for logistical support for the elections would eventually be approved, through (a) delaying the acquisition of vehicles and of communications and information technology equipment; (b) delaying or cancelling some budgeted training and travel; and (c) utilizing strategic and local fuel reserves rather than regular fuel supply.

19. Regarding the cash position of the Mission, the Advisory Committee was informed that, as at 17 October 2012, the amount of $753,500,000 remained available to the Mission in cash, which translates into a balance of $513,830,000 in excess of the three-month operating reserve of $239,670,000. The Committee was informed that the amount of the three-month operating reserve did not include reimbursements to troop-, police- and contingent-owned-equipment-contributing countries, as the projected requirements for such reimbursements had already been obligated and are reflected as expenditure in the Mission accounts for the period ending 31 December 2011.

IV. Conclusion

20. The action proposed by the Secretary-General to be taken by the General Assembly in connection with the financing of MONUSCO for the period from 1 July 2011 to 30 June 2012 is indicated in paragraph 12 of the note by the Secretary-General (A/66/375).

21. **The Advisory Committee considers that the addition of mandated activities to existing peacekeeping mission mandates should be financed, to the extent possible, through the realignment of approved resources. The Advisory Committee is of the view that MONUSCO should have reprioritized its approved budget to identify savings in order to absorb, at least in part, the additional requirements relating to logistical support for the elections, particularly given the size of the current appropriation. The Committee also considers that, at this stage in the implementation of the Mission's budget, it should be possible for MONUSCO to absorb some of the cost of logistical support for the elections from its current appropriation (see para. 23, below).**

22. **The Advisory Committee recommends that the General Assembly appropriate and assess, subject to the provisions of paragraph 23 below, the requested amount of $74,560,100 for support for the elections in the Democratic Republic of the Congo for the period from 1 July 2011 to 30 June 2012, in addition to the $1,416,926,000 already appropriated for the same period for the maintenance of the Mission under the provisions of General Assembly resolution 65/296.**

23. **The Advisory Committee, in the light of its comments in paragraph 21 above, also recommends that the General Assembly request the Secretary-General to assess an initial amount of $37,280,000 for the period from 1 July 2011 to 30 June 2012 in respect of the requested appropriation of $74,560,100, and to assess the remaining amount, as required, following a review of the cash position of the Mission by the Secretary-General and inform the Advisory Committee accordingly.**

Annex

Rental and operation of aircraft by MONUSCO in support of elections in the Democratic Republic of the Congo, November 2011-April 2012

1. Fixed-wing

		Number					(in United States dollars)					
Aircraft	*Category*	*Aircraft*	*Days in operation*	*Flight hours*	*Excess hours*	*Total hours*	*Guaranteed fleet costs*	*Cost per flight hour*	*Flight hour costs*	*Cost per excess hour*	*Excess hour costs*	*Total costs*
		(1)	*(2)*	*(3)*	*(4)*	*(5)=(3)+(4)*	*(6)*	*(7)*	*(8)=(3)x(7)*	*(9)*	*(10)=(4)x(9)*	*(11)=(6)+(8)+(10)*
IL-76	Heavy cargo (40-100 tons)	2	172	694	175	869	4 573 512	700	486 050	2 000	349 289	5 408 851
L-100	Medium cargo (0-40 tons)	3	172	1 069	216	1 285	3 431 948	1 600	1 709 590	1 600	346 410	5 487 948
B-1900D	Liaison aircraft (1-19 passengers)	1	184	262	139	401	657 932	570	149 418	1 000	138 630	945 980
Subtotal		**6**		**2 025**	**530**	**2 555**	**8 663 392**		**2 345 058**		**834 329**	**11 842 779**

2. Helicopters

		Number					(in United States dollars)					
Aircraft	*Category*	*Aircraft*	*Days in operation*	*Flight hours*	*Excess hours*	*Total hours*	*Guaranteed fleet costs*	*Cost per flight hour*	*Flight hour costs*	*Cost per excess hour*	*Excess hour costs*	*Total costs*
		(1)	*(2)*	*(3)*	*(4)*	*(5)=(3)+(4)*	*(6)*	*(7)*	*(8)=(3)x(7)*	*(9)*	*(10)=(4)x(9)*	*(11)=(6)+(8)+(10)*
MI-8MTV	Medium helicopter (10-30 passengers)	12	218	3 607	238	3 845	20 923 672	550	1 983 850	—	—	22 907 522
MI-26	Heavy helicopter (>30 passengers; 9 tons)	2	172	616	38	654	4 124 538	3 400	2 100 180	—	—	6 224 718
Subtotal		**14**		**4 223**	**276**	**4 499**	**25 048 210**		**4 084 030**		**—**	**29 132 240**